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AUTHOR Parsons, Carl; Castle, Frances; Howlett, Keith; Worrall, John

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ABSTRACT

The true expense, in cash terms, of exclusion from school in England is investigated. Data were gathered in six English local education authorities (LEAs): two in London, two metropolitan authorities, and two country authorities. Permanent exclusion is a matter of concern to the Commission for Racial Equality because some ethnic minorities are affected disproportionately. The total cost of all excluded students was calculated for each of 3 LEAs and the costs of 10 individual cases in each of 3 matching LEAs were calculated using interviews with 27 parents and 12 students. African Caribbean students are excluded between three and six times more often than their White peers. The analyses indicate that there are many policies and practices for dealing with permanent exclusion. They also show the high costs of exclusion, the quality of education and care received by excluded students, and the impact of exclusion on the children and their families. In the first year of exclusion, it is likely that students receive no more than 10% of the education they would otherwise have received. The costs to society after the first year of exclusion are higher, especially the costs of providing replacement income. The largest proportion of costs other than for education is borne by the police and the criminal justice system. Costs are calculated for students kept in their schools although excluded from regular classes, and for those excluded from schooling altogether. Four appendixes contain the research instruments, LEA statistics, costs of "exclusion" cases maintained in the public schools, and costing principles in the public services. (Contains 8 tables, 10 figures, and 14 references.) (SLD)

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EXCLUSION FROM SCHOOL

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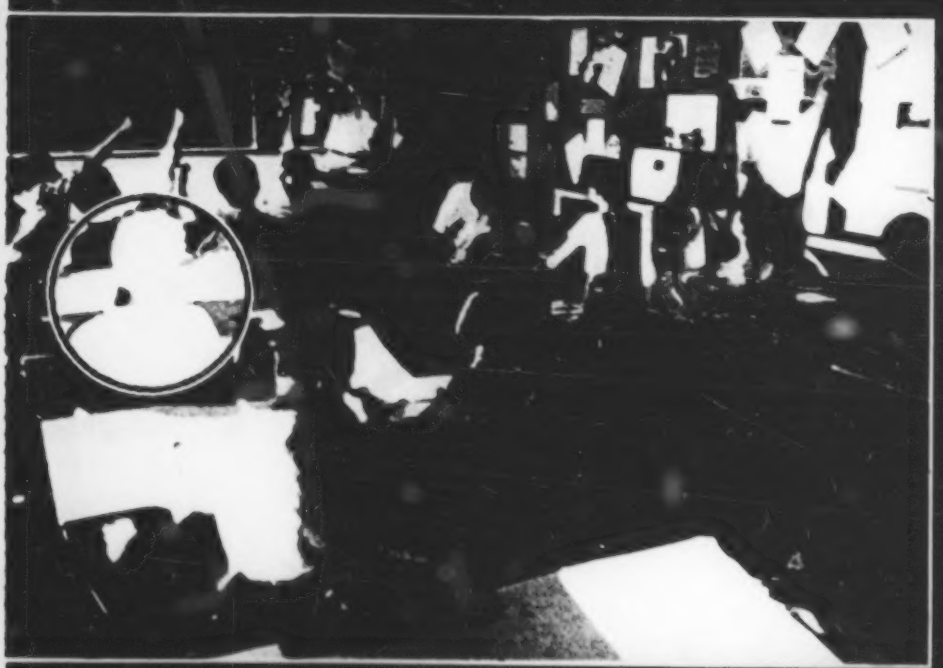

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EXCLUSION FROM SCHOOL

THE PUBLIC COST

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A report to the Commission for Racial Equality on exclusions of pupils from school and the costs to the public purse, by Carl Parsons, Frances Castle, Keith Howlett and Jon Worrall of Canterbury Christ Church College.

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FOREWORD

In 1985 the Commission for Racial Equality (CRE) published a report of a formal investigation into exclusions from schools in Birmingham. That investigation established that Afro-Caribbean boys are four times more likely than their white counterparts to be excluded from school for similar behaviour. In 1992, the Department for Education and Employment (DfEE) published research showing similarly disproportionate rates of exclusion.

In 1996, the Office for Standards in Education (OFSTED) published *Recent Research on the Achievements of Ethnic Minority Pupils*, which showed that Afro-Caribbean boys are excluded up to six times more frequently than their white counterparts. Local monitoring shows that the exclusion rates of children from other ethnic minorities are also rising compared to those of white children.

Exclusion rates continue to rise inexorably, and disproportionate exclusion of children from ethnic minorities continues to rise with it. It is the disproportionate impact of exclusions that concerns the CRE, and it is this that the CRE will try to persuade other agencies to address.

Exclusion is a final sanction which no-one would wish to deny schools. Discipline is a necessary precondition for effective teaching and learning. However, the scale of the exclusion problem, as reported by OFSTED, suggests that it is, in fact, far from a last resort, and that its use is fundamentally unfair to large numbers of children from ethnic minorities. It is this injustice and maladministration that must be reversed.

When the exclusion rates of ethnic minority children are seen alongside OFSTED's data on the low achievement levels of some ethnic minority groups, and beside data showing, for example, that in London 62 per cent of young Afro-Caribbean men between the ages of 16 and 24 are unemployed – three times the rate of their white counterparts – it becomes clear that a major crisis exists, in which exclusion plays some part. Unless the racial inequality in exclusion rates is eliminated it will continue to contribute to the development of an uneducated, unemployed and unemployable cohort of young adults. That has serious implications for our society in terms of the cost in human misery, the trauma experienced by families in seeking to secure alternative education for their children, the denial of adequate education for those excluded, and the further costs associated with that exclusion.

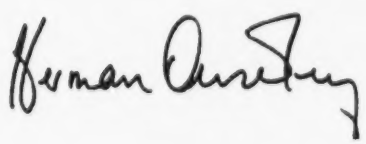
This study shows the true expense, in cash terms, of the exclusions crisis. It is extremely expensive, yielding a low level of educational benefit. No responsible authority, including government, with commitments to fairness, education for all, and financial probity, can ignore its findings. The DfEE, the Audit Commission and Local Education Authorities (LEAs) must recognise that what the report describes as 'cost shunting' may appear to save money in individual schools but actually costs a range of agencies, and the tax payer, much more money than would responsible steps taken to keep children in school. We urgently need a new responsible approach to the issue of exclusion, based upon maximising the right of children to receive full time education, providing appropriate funding to maintain that education in whatever is deemed to be the best educational setting, and providing a conciliatory, rather than an excluding, framework within which to meet needs.

We cannot simply go on just excluding children from school and then ignore their educational and future training needs. The problem does not just fade away. It stays with us, gets worse and costs us dearly in the long term.

There are examples of schools with very low exclusion rates, and of projects delivering high quality education to children who have been excluded. The lessons of their good practice need to be learned, and taken up widely.

The CRE will be publishing a code of practice for the elimination of racial discrimination from the exclusion process early in the new year. Its recommendations will be based on a study of existing effective good practice. The CRE will be working with all those with a responsibility in this area to have these recommendations implemented.

Exclusion is not a cheap option. If we are to create a just society in which everyone has an equal chance to learn, live and work free from racial discrimination and prejudice, and free from the fear of racial harassment and violence, we cannot afford to ignore the costs of exclusions.



Herman Ouseley
Chairman, Commission for Racial Equality

PREFACE

This investigation was funded by the Commission for Racial Equality and was carried out by a research team at Canterbury Christ Church College between April and September 1996. The work benefited hugely from the cooperation of six local education authorities who, in the midst of their other work, were able to give us information, answer our follow-up queries, and make contact with the parents of excluded children in a most helpful way.

We are also grateful to the 27 parents and carers of excluded pupils and, in some cases, the pupils themselves, for the candour with which they gave us information about their experiences.

In seeking information about the costs of exclusion from school, we have had to approach a wide range of agencies. Our enquiries often have not been answered easily because the information has not been readily available. We have appreciated the best efforts that the various agencies have made to provide us with information in the time allocated, especially given the costs of these services. Where we have had to work with estimates we are grateful for the guidance we received in helping to make these as accurate as they can be.

The research team based at Canterbury Christ Church College consisted of:

Carl Parsons	Director
Frances Castle	Research Fellow
Keith Howlett	Research Fellow
Jon Worrall	Consultant Accountant

EXECUTIVE SUMMARY

The data for this report were gathered in six English local education authorities (LEAs): two in London; two metropolitan authorities; and two county authorities. We have calculated the total cost of all excluded pupils in each of three LEAs, and the costs of ten individual cases in each of three 'matching' LEAs. These studies demonstrate that there are a variety of policies and practices for dealing with permanent exclusion. They also show the high costs of exclusion, the quality of education and care received by excluded pupils, and the impact of exclusion on the children and their families. Using six condensed case studies, the cost of 'inclusion' has also been addressed (paragraphs 3.33 - 3.36 and Appendix 3). The costs given should, in all cases, be regarded as indicative; further studies are needed to arrive at more precise estimates.

The data represent the best estimates it was possible to arrive at in the six months that the project team conducted the work. They are likely to be underestimates of the actual cost of permanent exclusions to education and other services, particularly the police and criminal justice services (paragraphs 2.6, 2.7).

Two prominent factors should be taken into account. First, the costs to some of the services, other than education, may have arisen anyway and are not necessarily a consequence of a permanent exclusion. Secondly, retaining some young people in school, rather than excluding them, is extremely difficult and strategies and resources need to be developed to ensure that other children's education is not disrupted and that teachers are not placed under unreasonable stress.

The following are the points to emerge from the study:

1. Permanent exclusion from school is a matter of concern to the Commission for Racial Equality because some ethnic minorities are affected disproportionately – Afro-Caribbean pupils are excluded between three and six times more often than their white peers. There is an urgent need to determine the costs of permanent exclusion and to consider whether allocating funding differently might enable pupils to remain in school, and continue to have access to full-time education. Appropriate interventions may also reduce the disparities in rates of exclusion between racial groups. This may also prove to be more cost effective. (paragraphs 1.1, 1.4)

2. Despite the 1993 Education Act, and related orders and circulars, the quality of education provided to permanently excluded pupils varies considerably, as does the speed with which it is provided following an exclusion, and the likelihood of a pupil's return to mainstream school. (paragraphs 3.1, 3.2)

3. Replacement education for excluded pupils costs approximately twice as much as standard mainstream education. Education for one permanently excluded pupil in 1994/95 cost the equivalent of over £4,300 for a full year. (paragraph 3.9)

4. On average, a permanently excluded pupil received under 10 per cent of full-time education during the year in which the permanent exclusion occurred. This is a consequence of the delays in starting replacement education and because it is part-time. Inevitably this is damaging to the individual pupil and makes a return to mainstream school more difficult. (paragraph 3.10)

5. The time spent out of mainstream school by permanently excluded pupils varies considerably across and within the LEAs. A small number of exclusions were very brief and the pupils were enrolled in a new school within 15 school days. There were others whose out-of-school period extended into the following year. (paragraphs 3.1, 3.2)

6. Forty-six per cent of permanently excluded pupils in 1994/95 from the LEAs where individual costs were calculated, were 'continuing' cases – those whose exclusions extended into the following year. These cost on average £5,134, a more substantial charge on the education budget in 1995/96 than that deriving from new exclusions. (paragraph 3.11)

7. The cost of permanently excluding pupils is rising. When new and continuing cases of permanent exclusion are taken together, they cause a significant drain on the education budget. The total education bill in the three LEAs where the costs of individual cases were calculated is conservatively estimated at around £1,300,000. (paragraph 3.12)

8. Approximately 20 per cent of permanently excluded pupils use social services, costing on average £1,100, which amounts to only 10 per cent of the costs borne by education. (paragraph 3.17)

9. Approximately 10 per cent of permanently excluded pupils use health service resources, at an average cost of less than £100. (paragraph 3.18)

10. A little over a quarter of permanently excluded pupils incur a cost to the police, on average over £2,000. Costs to the police and criminal justice services form over 70 per cent of the total costs to agencies other than education. (paragraph 3.19 - 3.20)

11. In a small number of cases costs to the police and social services continued at a high level in the following year. (paragraph 3.20)

12. In most cases, the impact of exclusion on the pupil is damaging and causes distress and stress to the parents and carers in all cases. Pupils feel angry and worthless and the effect on parents can lead to illness and loss of jobs. Parents felt that they had little help in sorting out their child's educational problems. (paragraphs 3.22 - 3.25)

13. Parents registered concern at the lack, or little amount, of education provided when the pupil was permanently excluded. There were also worries about the lack of opportunity to gain qualifications that this caused. (paragraphs 3.30 - 3.31)

14. While some concerns were expressed about the fact that the curriculum was not well covered at Pupil Referral Units (PRUs), some parents were complimentary about the work the PRU was doing with their children. (paragraph 3.31 - 3.32)

15. A number of pupils are maintained in school, and receive full-time education at a mean cost of £2,815. This strategy is highly cost effective. (paragraph 3.33)

16. It is evident that information is not often shared between the various agencies and that collaborative strategies are greatly inhibited. This is despite an avowed, shared concern. (paragraph 3.14, 4.3)

17. While the costs to agencies other than education are not directly attributable to the young person being permanently excluded from school, it is reasonable to assume that the pupil, further alienated by his or her experience, and having spent time in unstructured and unsupervised environments, may become involved in crime and, therefore, incur a cost to the public purse. Maintaining pupils in school must reduce the likelihood of these developments. (paragraph 4.4)

18. The problem of school exclusions affects one part of the community disproportionately, and raises, as a result, particular issues and tensions. The overrepresentation of Afro-Caribbean pupils among those excluded must be addressed by specific and general measures which tackle the loss of education and the diminished life chances which may accompany it. (paragraph 4.6)

19. Appropriate full-time education needs to be assured for young people if they are to develop personally and be equipped for society. Denying pupils their right to education, through exclusion and inadequate replacement education, is damaging to those directly affected and reinforces disaffection in those sections of society that are most affected. (paragraph 4.8)

1. BACKGROUND

1.1 Calculating the cost of public services is increasingly important. Comparing the costs of alternative forms of education, and adding the costs of the full range of services used, provides important data to policy makers. Investigations, including this one, inform debate about ways of managing exclusion, and help decisions to be made about alternatives to exclusion and the best time for agencies to intervene in a pupil's education. The number of pupils excluded from school has risen during the 1990s (DFE, 1995) to an estimated 12,500 in 1994/95 (Parsons, 1996). The little research that has been done suggests that the cost to the public purse is considerable.

1.2 Calculating the cost of public services is a relatively recent development. The field has been led by specialist research units such as the Personal Social Services Research Unit (PSSRU) at the University of Kent. This exercise draws on the theoretical framework developed by the PSSRU. (Netten and Beecham, 1993).

1.3 Calculating the costs of permanent exclusions in six LEAs during the 1994/95 academic year enabled us to calculate the total costs to the local authority agencies for that year. The research focused in detail on individual cases in three LEAs and used another three LEAs as 'shadows', for which gross costs (the total cost to the LEA of all excluded pupils) were calculated. Projections have been made from analyses of the data, and an assessment of the non-financial costs to the families and pupils has been made.

1.4 Permanent exclusion from school is a matter of concern to the Commission for Racial Equality because research has shown (OFSTED, 1996) that some ethnic minorities are affected disproportionately – Afro-Caribbean pupils are excluded between three and six times as often as their white peers. There is an urgent need to determine the cost of permanently excluding pupils and to consider whether allocating funding differently, especially for earlier interventions in a pupil's education, might enable pupils to stay in school receiving full-time education, and might be more cost-effective.

THE COST OF EXCLUSION

1.5 Expressed at its simplest, the additional cost to the public purse of permanently excluding a pupil from school equals the cost of *managing the exclusion process* plus the *cost of replacement education* plus the *cost of other services* used as a result of exclusion, minus the *cost of the pupil's place in a mainstream school*. This can be used to calculate an annual cost. Often permanent exclusions, and their associated costs, persist beyond one year.

1.6 Consideration also needs to be given to the costs to the parents and carers, both financial and non-financial. Exclusion causes considerable distress to the excluded children, their families and the schools concerned.

1.7 A measure of the quality and quantity of the substitute education appropriate to the child should be included in the calculation, and compared with the quality and quantity of education provided by mainstream school. The financial costs of exclusion are considerable for what is a vastly inferior, inadequate educational experience for the child. The 'cost shunting' that results from exclusion means that other parts of the education system, and other services, particularly social services, bear some of the cost of supporting the child. The total cost of the services used is greater than if the child had been maintained in school. Inter-agency collaboration may be necessary since many excluded children are from families experiencing difficulties. Keeping children at school may have beneficial long-term consequences for the family as well as the child. Faster, fuller and more appropriate intervention may be more cost effective and far less damaging to the child.

1.8 Figure 1 (page 13) presents a set of formulae for calculating the costs of exclusion over increasingly lengthy periods. Figure 2 (page 14) identifies a range of financial and non-financial costs to statutory services and to the families of excluded pupils.

1.9 This study has calculated the immediate additional costs of permanently excluding pupils in 1994/95. It is well known (Cohen et al, 1994) that the damage from exclusion persists beyond the immediate period, and we go on to calculate continuing additional costs in the medium term for pupils first excluded in 1994/95 who continue to be excluded in 1995/96.

1.10 Previous research has shown that the bulk of the additional expense of excluding pupils is incurred by the education service. In a

Figure 1: Formula for calculating the cost of permanent exclusions

The **immediate** (same school year) additional cost to the public purse of permanently excluding a pupil from school

= the cost of managing the exclusion process
+ the cost of replacement education
+ the costs of other services in the year of the exclusion
– the value of the Age Weighted Pupil Unit.

The **medium term** (following year) additional cost to the public purse of permanently excluding a pupil from school

= the cost of replacement education
+ the costs of other services in the first full year following the exclusion
– the value of the Age Weighted Pupil Unit.

The **longer term** additional cost to the public purse of permanently excluding a pupil from school is more difficult to calculate. It may include:

the cost of continuing replacement education
+ the costs of other services in the years after the first full year following the exclusion
– the value of the Age Weighted Pupil Unit
+ costs of second chance compensatory education
+ costs associated with unemployment
+ costs associated with ill-health and crime resulting from reduced life chances and alienated social positions.

Note: *The Age Weighted Pupil Unit is the part of education funding which follows a pupil.*

small minority of cases there is a large cost to social services. Police involvement can be anticipated in a little over a quarter of cases. Social services involvement is likely to occur in about 20 per cent of cases, and referrals to health professionals in about 10 per cent of cases.

1.11 It is important in a study such as this to calculate all costs and to do so over more than one school year. This was attempted in this short-term project, but replicating parts of the investigation over a longer time period would help to inform policy makers more accurately.

Figure 2: The cost of permanent exclusion from school

	Managing the Process of Exclusion Costs	Immediate Costs (in the year of the exclusion)	Medium Term Costs (in the following full year)	Longer Term Costs (up to ten years)
Financial Costs				
Services	Communication with education office. Appeals.	Replacement education. Assessment. Referrals to services. Calls upon services.	Continued replacement education	Compensatory/ second chance education. Unemployment. Health.
Family	Letters. Telephone calls. Time off work for appeal and seeking new school.	Loss of work time. Supervision costs for non-education period	Supervision costs where the replacement education is part-time.	Financial support for pupil.
Non-Financial Costs				
Services	Officer overload. Stress.	Pressure on, and reprioritising, decisions.	Professional concerns about rationing, delays etc.	Excessive demand on services and opportunity cost.
Family	Stress. Upset at difficulties in managing relationships with officials.	Family strains. Day time responsibility for difficult child. Depression, rejection and low self-esteem of child.	Worry about slower educational progress.	Stress and continuing family strains sometimes leading to breakdown or removal of child. Difficulty in employment. Difficulties in relationships.

2. RESEARCH OBJECTIVES AND METHODOLOGY

2.1 The objectives of the research were as follows:

1. to gather data on the calculable costs of permanent exclusion in approximately 30 cases in three LEAs;
2. to extrapolate from these sample costs and calculate the full costs to a local authority's agencies of all exclusions during the 1994/95 school year;
3. to calculate the gross cost to services of all the permanent exclusions during the 1994/95 school year in three further, 'matched' LEAs;
4. to interview parents and excluded pupils to assess other intangible (non-financial) costs which result from the experience of exclusion;
5. to calculate the costs in six cases where a pupil has been maintained in school, with the aid of additional resources;
6. to record any special observations in the cases of excluded pupils who are from ethnic minority groups.

2.2 The costs of individual cases were calculated in three LEAs, each with significant proportions of ethnic minority pupils – one in London, one in a metropolitan authority, and the other in a county authority. Three 'matching' LEAs were used to calculate the gross costs. The 'matching' was only approximate, although they were also London, metropolitan and county LEAs.

2.3 Formulae for calculating costs were explored in earlier work carried out by the project team (Parsons et al, 1994, *Excluding Primary School Children*). A more sophisticated framework has been devised for the current study. Full costs were calculated, including the cost of overheads and support costs, so that the total cost to the local authority could be arrived at. The work of Netten and Beecham (1993), Netten (1994) and Netten and Dennett (1995) has made a significant contribution to calculating social services costs and those of allied occupational groups. This research also drew on cost analyses carried out by CIPFA (1996) and Shapland et al (1995).

GENERAL CONSIDERATIONS

2.4 The investigation was carried out with the full cooperation of the six LEAs and the other services within the LEA area. Exclusion is a sensitive administrative, political, financial and personal issue and all parties, from LEA personnel to the parents and children, had to be assured, by strict confidential agreements, of the research team's sensitivity and that the investigation would not take up the time of busy administrators and workers.

2.5 There were a number of difficulties which had to be overcome. First, a letter sent to parents via the LEA did not elicit a good response. It required considerable effort to get an acceptable sample (see paragraph 2.13). Secondly, LEA staff were very busy during the summer term and could not reply quickly to our requests for information. Furthermore, some of the information was not available in the form we needed it (such as the unit cost of PRUs) and some complex estimates had to be made. Thirdly, we were delayed in approaching the other services. The police services were particularly reluctant to give us information on the costs incurred in relation to named persons because of their own regulations. Estimates of police costs had to be made in five of the six LEAs, based on a range of quantitative data.

2.6 Calculating the costs to education services alone posed some difficulties, since different LEAs had different arrangements and costing procedures. For instance, in some cases, the costs of educational welfare officers (EWOs) were calculated separately, while in others they worked from within the PRU or the administration. When we estimated the total cost of permanent exclusions by extrapolating from individual cases, we produced figures that were consistently lower than those calculated by adding the gross costs of all services used in all exclusion cases over a year. This is partly because it was difficult to disentangle the costs for pupils excluded only in 1994/95 from those for pupils first excluded during previous years. The costs of generic tasks, such as managing and providing for excluded pupils, could not be calculated accurately for individual cases. For these reasons the average and gross figures given are likely to be underestimates of the total costs to education of permanent exclusion.

2.7 There were additional problems in calculating the costs incurred by police, health and social services. In LEAs where gross costs were calculated, many were not able to identify 'permanently excluded pupils' as a category, nor tell us the proportion of school-age clients in that category. There *were* indications of the number of cases where child

and adolescent psychiatry was needed. Police categories included 'truants and excluded pupils' who were offenders, but it was not always clear whether the exclusion was fixed term, unofficial or permanent. Again it is likely that the costs arrived at are underestimates.

2.8 In a few cases, spending was allocated between the services in a complex way. There were also inconsistencies and unresolved conflicts between services, particularly to do with funding some of the most profoundly troubled youngsters. In many cases, the costs to services other than education would have arisen even had the permanent exclusion not occurred. For this reason, these costs have not been combined with education costs.

THE 'UNIT COSTS' STUDY

2.9 A full, anonymised list of permanently excluded pupils was obtained from each of the three LEAs for which 'unit costs' were to be calculated. A total of 15 cases were identified in each, in consultation with the authority, and the parents were approached by the LEA to try to get their cooperation. Getting parental agreement was difficult. Staff, such as EWOs who knew the families, had to make telephone calls to ensure we had a sample of ten cases in each of these three LEAs.

2.10 Parents or guardians who were willing to be involved were telephoned by a member of the team to arrange an appointment, or were contacted by letter if they had no telephone. The parents were interviewed in their own homes (see Appendix 1a) and were asked to sign a form (Appendix 1b) giving permission for agencies to provide information to the research team about the time and cost of their involvement with the excluded pupil.

2.11 Parents were interviewed about the agencies involved and the effects of the exclusion on them and the family. The agencies were contacted by letter, telephone or a personal visit for data on time, staff costs (direct costs) and overheads incurred. The costs of education, care and other services, including health and police, were identified in each case.

2.12 Where they were available, the pupils were interviewed (Appendix 1c) to see how permanent exclusion had affected them. The interview was conducted by means of a self-completed questionnaire, based loosely on a special needs interview format (Ayers, Clarke and Ross, 1996) (Appendix 1d). This proved more successful

than a direct interview in gaining information about pupils' feelings. It was also returned by some who were not available for personal interview.

2.13 Every effort was made to ensure that the sample was representative of different phases of schooling, of gender, ethnic origin, and the length of time a pupil is excluded, as far as this was feasible with such small numbers (see Table 2).

Table 1: Sample of 10 permanent exclusions in the three individual costing LEAs

	Met U	London U	County U
Parents interviewed	10*	10	7
Pupils interviewed	4	4	4
Pupil questionnaires	7	7	3

** 4 of the cases were 1995/96 exclusions*

Table 2: Characteristics of the sample compared with the population of excluded pupils

	Primary		Secondary		Ethnic minorities		White	
	All	Sample	All	Sample	All	Sample	All	Sample
Met U	16	0	120	10	34	2	102	8
London U	6	1	51	9	17	3	40	7
County U	27	3	135	7	44	4	118	6

THE 'GROSS COSTS' STUDY

2.15 In the three LEAs where gross costs were considered, the total number of permanently excluded pupils in 1994/95 was calculated, plus the total number of days they were out of school, and the total costs to each of the services or agencies incurred by children excluded from school. These figures complement the main study – as an alternative means of checking the costs, and as a useful comparison with the 'unit costs' findings. The gross costs study doubles the number of LEAs studied.

2.16 In order to estimate the costs to all local authority services, each agency serving permanently excluded pupils was asked to provide detailed estimates of the numbers of excluded pupils for whom they had made provision, the cost of this provision, and the proportion of their work that this provision took up. However, because other agencies did not know the educational status of their clients, alternative means had to be used to estimate this expenditure. This was done by using the findings from the authorities for which unit costs were calculated in order to estimate a gross cost for the 'matching' LEAs. We asked practitioners how reasonable our costs were, and concluded that they are probably underestimates. This was especially true of our estimates of the costs to police and criminal justice services.

COSTING METHODOLOGIES

2.17 Every effort has been made to acquire local information about the actual costs of the services used. We also used other published costing formulae. In all cases the aim was to include *all* costs – salaries, on-costs, expenses and overheads – which cover support staff, maintenance, and capital building costs. We took account of the amount of contact each service had with the pupils. Appendix 4 sets out briefly the principles we applied in this study.

2.18 There were considerable difficulties in estimating the cost of exclusion to social services, health and police. In individual cases it was possible to obtain information from various services about the time allocated to each case. But in the authorities where gross costs were used we had to estimate this from the best information available. The team used a wide range of sources for estimating costs, referred to a variety of studies on costing, and used the evidence from some authorities to estimate costs in others. While it is necessary to emphasise that we have had to estimate, the figures are large enough to confirm the problem.

2.19 Every effort has been made to account for all costs, but some have almost certainly not been recorded, usually because the agency has not accounted for some elements of its intervention in the education of an excluded pupil, or because parents have not given full information about the services they have used.

2.20 The great variability found in the costs of exclusion in different cases led to a range of estimates of gross costs, which may appear anomalous. The wide range of individual cases, and the two different approaches, give a reasonably accurate estimate of the cost of exclusion, certainly accurate enough to fuel urgent debate and point to the need for further financial data and empirical investigations to clarify the gravity of the problem in financial and human terms.

3. FINDINGS

THE FINANCIAL COST OF EXCLUSION IN 1994/95

3.1 There are great variations in the lengths of time that permanently excluded pupils spend out of school and in their eventual destinations (see Figure 3, p 22). Three pupils were out of school for 15 days or less and returned to continue their education in another mainstream school. Others waited longer for a new school. Four went to special schools, three of them residential, while most experienced delays before alternative education was provided. In nearly half the cases, exclusion persisted into the following year, and considerably higher costs were incurred to provide sustained education. Six pupils left school without returning to mainstream school and without taking examinations.

3.2 This extreme variation between cases is reflected in the costs. For a small number, the sole cost was to administrative services, and was minimal. For some, this was because the pupils were sent to another school without delay, for example, London U pupil 4 and County U pupil 5. In others it was because they left school, for example, London U pupil 10, County U pupil 9. By contrast, a small number incurred high costs because of police involvement and a whole year of residential therapeutic provision. Policy makers are rightly wary of seeing the group as homogeneous in any way, and are aware that under half of permanently excluded pupils incur the large majority of the total costs.

3.3 The average annual cost of mainstream schooling in 1994/95 was approximately £2,500 for each secondary pupil and £1,750 for each primary pupil. Full year equivalent replacement education, plus administration and other support, for permanently excluded pupils in six LEAs, cost, on average, over £4,300. There are three elements that contribute to the cost of exclusion: administration of the system, including appeals; educational support staff – educational psychologists and educational welfare officers; and replacement education, either home tuition or placement in a Pupil Referral Unit. Returning to mainstream education often incurs additional costs for induction and phased reintegration, but these did not arise in the 30 cases in this study. Similarly, there were no transfers to further education institutions.

Figure 3: Length of exclusions and destinations

	Autumn 1994	Spring 1995	Summer 1995	1995/96
	Days out of School 1994/95			Days out of School & provision
Met U				
Pupil 1			44----------	190 residential special school
2	97---------- -----		new school	
3 *				150
4		15----------		excluded again 104 PRU
5 *				182
6	190----------			Leaver
7		39----------	----------	116
8	190	----------		190 PRU
9*				134
10*				114
London U				
Pupil 1			34----------	190 PRU
2	15-------	new school		
3		95----------		leaver
4			39----------	special school
5		37----------	new school	
6		22----------	new school	
7	60----------		new school	
8	144----------			190 PRU
9			15----------	new school
10		79----------		leaver
County U				
Pupil 1		47----------	20----------	190
2		95----------		190 PRU
3	135----------			190 out-of-LEA residential unit
4	140----------			leaver
5		5----------	new school	
6		100----------		190
7	20----------	105----------		190 residential special school
8	97---------- ----------		new school	
9		105----------		leaver
10	138----------			special unit (left area 9/12/95)

*Only excluded in 1995/96

3.4 Table 3 presents the direct costs, under six headings, of the ten selected cases in each of the three LEAs where a unit cost approach was used (LEAs U). The three LEAs used different budget centres and had different rationales for budget holding. Eight out of ten of the excluded pupils in the sample from Met U schools were sent to PRUs

Table 3: The costs of ten cases of permanent exclusions in each of three LEAs, 1994/95

LEA	Home tuition costs	PRU costs	Ed. Psych. costs	EWO costs	Admin costs	Appeals costs	**Total costs for ten cases**
Met U	£1,311	£9,973	£220	£105	£2,730	£1,350	**£15,689**
London U	£276	£1,650	£330	£543	£4,320	£0	**£7,119**
County U	£9,361	£327	£0	£193	£560	£500	**£10,941**

while eight out of ten from County U schools were given home tuition. Approximately 21 per cent of the costs come from managing the exclusion process; 68 per cent from delivering the replacement education.

3.5 This table shows considerable variation in costs, from more than £15,000 in Met U to just over £7,000 in London U. There were no appeals recorded in the 10 cases in London U, although the authority does have a number of appeals. Educational psychologists tend not to get involved in exclusions unless assessment or a special needs statement is needed.

3.6 Table 4 includes the three LEAs for which individual costs were calculated (U) and uses these figures to estimate the costs of all the authorities' permanent exclusions. This allows comparison with the three LEAs (G) for which total costs for all permanently excluded pupils were sought.

Table 4: Financial cost for all exclusions in six LEAs – 1994/95

LEA	Numbers permanently excluded for whom LEAs must provide 1994/95[1]	Home tuition costs	PRU costs	Educ. Psych. costs	EWO costs	Admin costs	Appeals costs	**Total education costs from exclusions 1994/95**
Met G	302	£0	£416,458	£0	£74,433	£76,705	£17,600	£585,196
Met U	136	£17,830	£135,633	£2,992	£1,428	£37,128*	£18,360	£213,371
London G	145	£117,920	£351,960	£19,250	***	£42,120	£3,220	£534,470
London U	56	£1,546	£9,240	£1,848	£3,041	£24,192	0	£38,867
County G	291	**	£243,000	£36,500	£242,000	£163,790	***	£685,290
County U	162	£151,648	£5,297	£0	£3,127	£9,072	£8,100	£177,244

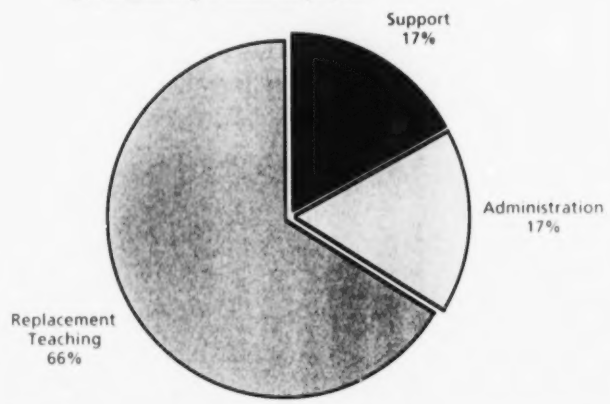
** including work on 25 reinstatements*
*** included in PRU costs*
**** included in admin costs*

[1] The number given here is for pupils excluded during the year who were resident within the authority area, including those from grant maintained and out-of-authority schools. It does not include pupils excluded from schools within the authority's area but who live elsewhere and must be provided for by their home authority. It does not include 'ongoing' cases of pupils excluded in previous years.

3.7 Policies also varied among the LEAs for which gross costs were calculated. Educational welfare was a significant cost in Met G and County G cases whereas in London G administration of exclusions was handled by the PRUs. EWOs are sometimes based in PRUs and work closely with the staff and pupils on site.

3.8 Figure 4 shows how spending was allocated across three categories for the six LEAs. Home tuition and PRU costs are the main replacement education costs, accounting for 66 per cent of the expenditure. Administration (including appeals) accounts for 17 per cent, and support, through EWOs and educational psychologists, another 17 per cent.

Figure 4: Mean allocations of expenditure on permanently excluded pupils



3.9 The numbers in Tables 3 and 4 do not indicate full year costs as the pupils could have been excluded at any point between 1 September 1994 and the end of July 1995. Hence we decided to compute full year equivalent costs, as shown in Table 5. Table 5 presents the cost per year of the mainstream education of a pupil, in each of the LEAs. The fourth column contains the mean cost of managing the case of an excluded pupil, arrived at by dividing the 'total education costs' given in column 9 of Table 4 by the 'numbers of permanent exclusions' given in column 2 of that table. Taking the mean cost of an exclusion, and adjusting this to take account of the mean duration of an exclusion (column 3 below) out of a 190 day school year, a full year equivalent cost can be calculated. This is set out in column 5 of Table 5. The variation is considerable, partly because costs for individual pupils vary so greatly (see paragraphs 3.1 and 3.2). The mean cost of providing the equivalent of a full year of education to a permanently excluded pupil works out at over £4,300.

3.10 The amount of education received by permanently excluded pupils in those LEAs where unit costs were calculated was under 10 per cent of full-time education. This was because there were delays before replacement education started, and because it was usually part-time. Inevitably, this is damaging to the individual pupil and makes returning to mainstream school more difficult.

Table 5: Full year equivalent costs to education – 1994/95

LEA	Mainstream cost per pupil per annum[2]	Mean days out of mainstream school 1994/95	Mean annual cost per permanently excluded pupil	Indicative costs for full year equivalent education for one excluded pupil
Met G	£2,218	87	£1,938	£4,232
Met U	£2,009	123	£1569	£2,424
London G	£2,239	71	£3,686	£9,864
London U	£2,193	54	£712	£2,505
County G	£2,081	90*	£2,355	£4,972
County U	£2,065	103	£1,094	£2,018
				Mean = £4,336

** estimate*

[2] The average figure given here is weighted 9:1 towards the cost of secondary pupils, representing the approximate ratio of permanently excluded secondary to primary pupils. The figures are taken from Audit Commission (1995).

THE COSTS TO EDUCATION OF PERMANENT EXCLUSIONS CONTINUING IN 1995/96

3.11 Some of the costs of exclusion do not arise immediately. If a pupil is excluded towards the end of the summer term it may be autumn before replacement education is arranged. For some pupils there is a significant delay, sometimes six months, before costs begin to accrue. Of the 26 exclusions during the 1994/95 school year in the unit costing LEAs, eight were Year 11 and therefore finished their compulsory schooling in May or July 1995. Of the remaining 18, 12 were 'continuing' cases for whom non-mainstream education was arranged (see Table 6). Forty six per cent of the 1994/95 permanent exclusions studied in the 'unit costs' LEAs were pupils who continued to be excluded the following year. They cost, on average, £5,134 – a more substantial charge on the education budget in 1995/96 than that for new exclusions.

Table 6: The continuing costs of cases of permanent exclusions in three LEAs into 1995/96

LEA	Number of continuing cases	Home tuition costs	PRU costs	Admin costs[1]	Other replacement education costs	Total	Mean cost to education per case in each LEA
Met U	4 (out of 6)	£1,840	£7,594	£1,092	**	£10,526	£2,632
London U	2* (out of 10)	£4,600	£4,875	£864		£10,339	£5,170
County U	6 (out of 10)	£3,979	£471	£336	£35,995***	£40,741	£6,790
							Mean = £5,134

* *A third pupil was placed in a special school and his SEN statement reviewed.*

** *Other replacement education costs for one pupil were met by social services.*

*** *In respect of residential out-of-area therapeutic unit, the bulk of the cost is met by social services.*

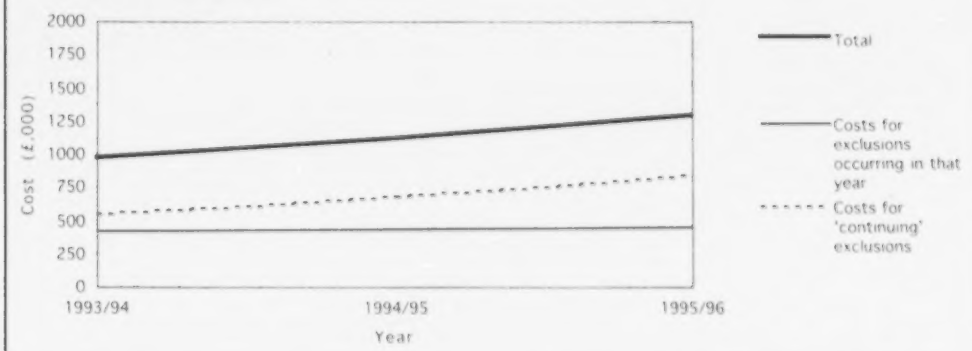
[1] Administration costs are for a half-termly review and for maintaining the database.

TRENDS IN THE COSTS OF PERMANENT EXCLUSION, 1993–96

3.12 Taking into account the average cost of 'continuing' cases, the trend in permanent exclusions shown in Table 2 of Appendix 2, and the fact that 46 per cent of permanently excluded pupils are continuing cases, it is clear that the continuing cases cost more, especially in *actual* expenditure. The mean cost of continuing to exclude pupils in 1995/96 was over £5,000, compared with the actual cost of each new excluded pupil in 1994/95, which was under £2,000 (see Table 5, column 4). The total cost to education in the three LEAs was nearly £1,300,000 in 1995/96.

3.13 The graph (in Figure 5) has been computed by taking the actual costs of permanent exclusion in the three unit cost LEAs in 1994/95 (Table 4, column 9) and the costs incurred by 46 per cent of those permanent exclusion cases thought to be cases 'continuing' into 1995/96. Using the figures on permanent exclusions over the last three school years (Appendix 2, Table 2), and incorporating a factor for inflation of 2.7 per cent, it is possible to estimate figures for 1993/94 and 1995/96, in order to calculate the total cost to education in the three LEAs in each of those years. The cost of exclusion is a small part of the education budget, but it is significant and growing. Arguably, it offers very poor value for money.

Figure 5: Costs to education of permanent exclusions in the three unit costs LEAs, 1993 – 96



THE COSTS TO OTHER AGENCIES OF PERMANENT EXCLUSION

3.14 There is no standard way in which data for individual cases is kept by agencies other than education. Therefore, the costs, which usually come from personnel hours devoted to the case, are more difficult to obtain than those for education alone. We used 'low' estimates of the costs to other agencies in the LEAs where unit costs were used, and extrapolated to the other three LEAs. While obtaining the information from the individual agencies it became clear that informatoin is not often shared amongst them.

3.15 Table 7 shows the costs of those individual cases from the samples of ten in each LEA which incurred a charge on agencies other than education. The figures in Table 8 were arrived at by extrapolating from Table 7 to calculate costs for all excluded pupils, in the same way as the education costs shown in Tables 3 and 4 were calculated.

3.16 It is important to estimate the full costs to all services so that agencies can coordinate their policies. The data available to the research team in this short investigation make clear that the costs incurred by services other than education are substantial, though they cannot, in most cases, be attributed solely to the act of permanent exclusion.

3.17 Approximately 20 per cent of permanently excluded pupils incur a cost to social services. On average this is £1,100. Social work costs during the year of exclusion amount to only 10 per cent of the education costs. These are spread unevenly, and vary greatly. Residential out of area units or schools are the most expensive items.

Table 7: Estimates of the costs to other agencies incurred by permanently excluded pupils in the three unit cost LEAs, in 1994/95

LEA	Number of excluded pupils involved	Social work costs	Number of excluded pupils involved	Health costs	Number of excluded pupils involved	Police costs
Met U	2	£5,035	3	£265	3	£13,992
London U	1	£385	1	£106	2	£1,235
County U	3	£1,346	0	£0	3	£1,270
Total	6	£6,766	4	£371	8	£16,497
Mean cost to each service per pupil		**£1,128**		**£93**		**£2,062**

3.18 Approximately ten per cent of permanently excluded pupils use health service resources, incurring a small cost of less than £100 on average. Health costs arise when the pupils attend child and adolescent therapy units and similar centres, or consult general practitioners or psychiatrists. Information provided by four of the community healthcare trusts suggests that the number of pupils with behaviour difficulties referred by parents or schools has risen significantly over the last three to four years.

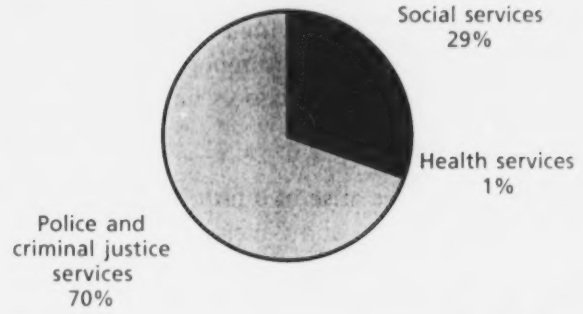
3.19 Costs to police services arise in a little over a quarter of cases of permanently excluded pupils, at an average cost of over £2,000. This should be regarded as a low estimate because data supplied by some police areas suggest that up to two-thirds of excluded pupils are known to the police and one-third go to court. Police and criminal justice costs vary from those incurred for a caution (around £35) to those for a prosecution, which run to something approaching £3,000. Where remand or multiple court appearances are involved the expense is obviously greater.

3.20 Figure 6 shows estimated costs arising from the use of services other than education for the six LEAs. Police and criminal justice costs form 70 per cent of these additional costs, and reports and analyses from a number of forces suggest that the costs shown here are conservative.

Table 8: Estimates of the gross costs to other agencies incurred by permanently excluded pupils in six LEAs in 1994/95

LEA	All permanently excluded pupils for whom LEA must provide, 1994/95	Estimated number of excluded pupils involved	Estimated of social services costs	Estimated number of excluded pupils involved	Estimated health services costs	Estimated number of excluded pupils involved	Estimated police and criminal justice costs
Met G	302	60	£67,680	31	£2,883	81	£167,022
Met U	136	27	£30,456	40	£3,720	40	£82,480
London G	145	29	£32,712	15	£1,395	38	£78,356
London U	56	6	£6,768	6	£558	11	£22,682
County G	291	58	£65,424	30	£2,790	77	£158,774
County U	162	49	£55,272	0	£0	49	£101,038
Totals	**1,092**		**£258,312**		**£11,346**		**£610,352**

Figure 6: Estimated costs of permanently excluded pupils to other agencies, 1994/5



3.21 For a small number of excluded pupils, the costs of using police and social services continued to be high in the following year. These came from police officer time, court appearances, and residential education, which was largely paid for by social services. One young person incurred costs to social services of £39,000, including the cost of a place in a residential school, and £22,000 to the police and criminal justice.

THE HUMAN COST OF EXCLUSION

Parents' views

3.22 Of the 27 parents interviewed, 17 used the words 'stress', 'strain' and 'worry' to describe the effects of exclusion on their families; two simply used 'upset'; and another described exclusion as 'very traumatising for us all'. One mother described herself as 'ready for cracking up', while three became ill, one with a nervous breakdown. Another said that sometimes she could not work. One father, a teacher himself, also had to take three weeks' sickness leave from work. In three cases other children in the family were affected and their education was also disrupted.

3.23 Exclusion also produced 'a lot of tensions', 'arguments' and, in two cases, sons physically attacked their mothers. Two particularly troubled youngsters are now in out-of-county residential placements and the mother of one of these, having described a deterioration in her son's behaviour after exclusion, said that she feels that she has lost him and that he will never come home. She, along with one other mother in the sample, had to give up work when her son was excluded. Several parents were worried about the inconvenience of having the excluded pupils at home. There was some concern about financial costs – one parent cited the cost of activities undertaken during the time out of education, another pointed out that his son had been entitled to free school meals and uniforms when he was in school, and a third that there had been a fine from her son's assault on a policeman.

3.24 Six parents said that there was little help available. One stated that the LEA continually 'fobbed us off', and another said 'I can't say anyone was doing their best'. This was particularly true with regard to the search for alternative education, parents felt. Ten parents mentioned the time and effort spent visiting schools or attending meetings. One indicated that she had to go to the school to get homework for her son, another that home tuition had been requested but denied for financial reasons, while a third resorted to legal threats which resulted in a placement within four days.

3.25 All in all, the exclusion process was viewed negatively. While only three parents used the word 'unfair', two others made reference to the governors' meeting being a foregone conclusion, saying 'We didn't stand a chance.' One of these parents also said that racism was involved. Some parents clearly felt defeated by the process, using

expressions such as 'helpless' and 'I gave up', while others were concerned about the lack of qualifications which would result. 'It has ruined her future,' one parent said. Another said that the whole family felt 'rejected' and 'outcast'.

Pupils' views

3.26 Half of the 12 pupils interviewed said that their exclusion was unfair, although two of those also expressed relief at being excluded. A further six pupils indicated that they were pleased to be excluded because they had been unhappy at school. Of these, one said that he had been bullied, while another admitted that the school '....had a lot to put up with'.

3.27 Boredom was a clear feature of time spent out of school. Eight of the 12 pupils commented on this, several adding that they missed their friends. One pupil said that he hated being out of school so much that he had written to ask to go back. Another said that she had become depressed. She and four others also expressed concern at missing education. One said that he was 'angry' and that he had 'no future'.

3.28 There were mixed reactions to replacement education. One described the PRU he now attends as 'excellent', and another said that he loves '... the way he is treated by the teachers' at his PRU. A third pupil indicated that he did not like his PRU and a fourth complained that she was unable to do examinations there. A further three pupils, all of whom later returned to mainstream school, said that they were 'getting on well'.

3.29 These views are borne out by the 17 individual questionnaires completed. In 11 of these, pupils described themselves as 'angry' when they were excluded, whereas only three said they were angry before they were excluded. Six pupils described themselves as 'lonely' following their exclusion, and not knowing what to do, while five considered themselves 'stupid'. Seven indicated that the exclusion was 'a worry' but, perhaps most significantly, ten of these pupils said that they had caused problems for their parents.

Parents' views on replacement education

3.30 The most common concern expressed by parents was that their children were not receiving enough education, regardless of the form it took. Five parents said there was only a little home tuition available. In some cases this was three hours a week, in others it was five hours. The content was also criticised. One parent said that only English and Maths were covered, while another commented, 'What's four hours a week? And some of that was cooking in my kitchen.' However, one said, 'He enjoyed it. He did the homework after she'd gone.' A further two parents complained that home tuition had not been available.

3.31 Similar concerns were expressed about PRUs, although, on the whole, parents were happy with this kind of provision. Four complained about the lack of time spent at the PRU, others about how poorly the curriculum was covered. Eleven parents of pupils in alternative education said that they felt the amount of education received after exclusion was inadequate. Five said that they worried about their children not getting qualifications.

3.32 Some very positive comments were made about PRUs, such as 'brilliant', 'no concerns – he couldn't cope with mainstream school', and 'delighted – she loves it'. Six parents of pupils who returned to mainstream schools appeared to be happy, although one commented, 'The other school was better – this one is having problems with inspectors.' A further parent expressed concern that their child was not in school, and the parent of a pupil now in a special school said, 'Things could have happened quicker.'

THE COST OF 'INCLUSION'

3.33 Costs were calculated for six pupils who were kept in their schools. The case studies are shown in Appendix 3. Most of these pupils received additional resources. These cost from nought to £6,300, at an average of £2,815. These children received full-time education. Providing this was sometimes difficult and costly to the teachers, but the amount of education the pupils received was nearly 100 per cent. Also, the young person was not left unsupervised, the family stress was minimised, and the difficulties of reintegration were avoided. The cases, though only a small number were investigated, show that keeping pupils in school by providing additional support can be cost effective.

3.34 Sometimes specialist teaching is needed for a small number of hours per week but, more often, a classroom assistant is required. The school will often have special arrangements for monitoring a pupil's progress and behaviour and collaborating with parents (see pupil 3 in Appendix 3).

3.35 Keeping some pupils at school is possible with little or no extra financial cost. Where specific problems and incidents are involved, as with pupil 2 in Appendix 3, this is feasible. Substantial external intervention can 'turn around' some young people who are experiencing (and posing) problems. Some of these pupils are on the verge of permanent exclusion, but, even with the additional inputs, keeping them in school remains a strain on teaching staff (pupil 4) and sometimes was a distressing and disruptive experience for the other children (pupil 5).

3.36 Great caution should be used when comparing the estimated costs of keeping pupils in school who might otherwise be excluded with the estimated costs of permanently excluding pupils. Inclusion policies need to be funded realistically to avoid, in particular, a detriment to the education of others.

4. CONCLUSIONS AND IMPLICATIONS

4.1 This study has used data about permanently excluded pupils from six LEAs. It has found that, not only is the cost of providing replacement education high but, in the first year of exclusion, it is likely that excluded pupils will receive no more than 10 per cent of the education they would receive at school. The costs of continuing to exclude pupils in the year after the initial exclusion are much higher. This is partly because more education is actually provided.

4.2 The police and criminal justice systems bear the largest proportion of the costs incurred by services other than education, even though (in this study) a minority of cases incurred costs from criminal activity.

4.3 The various agencies share information in only a limited number of cases and are greatly inhibited in their use of collaborative strategies. This is despite an avowed, shared concern.

4.4 While the costs to agencies other than education are not directly attributable to the young person being permanently excluded, it is reasonable to assume that members of this group, particularly older pupils, can be tempted to be involved in illicit activities. Being excluded is an alienating experience and can push the young person into criminal activity. Being excluded also means pupils spend time in unstructured and unsupervised environments and, because of this, become involved in crime and thereby incur a cost to the public purse. Keeping pupils in school reduces the likelihood of these developments.

4.5 The costs we have calculated for a small number of pupils who were retained in school are lower than the costs for those in the 'continuing' exclusions category. This is not possible for all troubled and troublesome children but is a preferred solution where support is provided and the pupil's progress can be reviewed. Also, these pupils will continue to receive full-time education.

4.6 The experience of permanent exclusion from school is damaging to pupils and very distressing for parents and carers. In some cases families already have a range of problems, and exclusion from school causes further difficulties. There are dangers in increasing the burden

on families; the result may be longer term demands on public services.

4.7 The replacement education received by excluded pupils in the first year of their exclusion is, on average, less than 10 per cent of full-time provision. Given that actual expenditure by the education department is roughly the same when they are excluded as when they remain in full-time education, this constitutes an inefficient use of funds. The damaging effects of denying suitable and sufficient education are likely to be considerable and long lasting.

4.8 Appropriate full-time education needs to be assured for young people if they are to develop personally and be equipped for society. Denying someone's right to education, by excluding them from school and providing an inadequate replacement, is both damaging and reinforces disaffection within sections of society that are most affected.

4.9 There is much scope for sharing more information more often, for liaison, and for joint action to tackle behaviour difficulties in children, for this, too often, results in their exclusion from school.

APPENDICES

APPENDIX 1
RESEARCH INSTRUMENTS USED

APPENDIX 1a: PARENT INTERVIEW SCHEDULE

CANTERBURY CHRIST CHURCH COLLEGE
COSTING EXCLUSIONS FROM SCHOOL
RESEARCH PROJECT FUNDED BY THE
COMMISSION FOR RACIAL EQUALITY

PARENT INTERVIEW

LEA:

Pupil's name:
DoB:
School Yr (94/95):

School excluded from:
Date of exclusion:
Present provision:
Time out of school:
Appeal: Y/N
Parent name:
Address: Tel no.:
Interviewer:
Date:

Pre- interview checklist
Introductions
Assurance of confidentiality
Explanation of purpose of study
Signature of permission sheet

Q1. Can you tell me the people and agencies who have been involved with _____ since his exclusion?

ROLE	NAME	TYPE of INTERVENTION	FREQUENCY of INTERVENTION

PROBES

Teachers	Home tutors	Social Workers	Educational Psychologists
Pupil Referral unit	GP (Doctor)	Educational Welfare Officer	Child and Family
Guidance	Counselling	Education Officer	Police Other?

Q2. What effect has all of this had on you/your family?
(Time, stress, finance, anything else?) no. of children:
husband/partner?

Q3. What do you think of the educational provision now being made for_____?
Are you pleased with it? Do you have any concerns?
How do you think _____ feels about it?

Q4. Is there anything else you would like to say about _____ 's permanent exclusion from school?

APPENDIX 1b: PARENT PERMISSION FORM

CANTERBURY CHRIST CHURCH COLLEGE

COSTING EXCLUSIONS FROM SCHOOL

A RESEARCH PROJECT FUNDED BY
THE COMMISSION FOR RACIAL EQUALITY

Project team	Carl Parsons	Director
	Frances Castle	Research Fellow
	Keith Howlett	Research Fellow

Name of the child .....

As the parent/guardian of the above child I give my permission for the release of any documents and for discussions to take place in relation to the exclusion from school of the above named child.

This permission covers any educational or health records or information relevant to the child's exclusion from school.

The period over which this permission is valid is 1 May 1996 until 31 July 1996. The information is to be treated as confidential by the members of the Project team named above. In any report or communication about the research no individuals are to be named.

The information is to be used only in connection with the research project unless further permission is obtained.

Signed ..... Signed .....
(parent/guardian) (project team member)

Date .....

Canterbury Christ Church College, North Holmes Road, Canterbury, Kent CT1 1QU Telephone 01227 782351

BEST COPY AVAILABLE

APPENDIX 1c: PUPIL INTERVIEW SCHEDULE

CANTERBURY CHRIST CHURCH COLLEGE

COSTING EXCLUSIONS FROM SCHOOL

RESEARCH PROJECT FUNDED BY THE
COMMISSION FOR RACIAL EQUALITY

LEA:

PUPIL INTERVIEW

Pupil's name:
Address: Tel no.:
Interviewer:
Date:

Pre- interview checklist

- Introductions
- Assurance of confidentiality
- Explanation of purpose of study
- Signature of permission sheet

Q1. How did you feel when you were at your old school?

PROBES
Were there any things about it that made you feel good?
Were there any things about it that made you feel bad?
teachers friends other kids subjects
out of school activities anything else?

Q2. How did you feel at the time when you were excluded?

PROBES
Did you think it was fair / unfair?
Did you feel good / bad about it?
Anything else?

Q3. How do you feel when you were out of school?

PROBES
Were you bored?
Did you miss your friends?
Did you like it?

Q4. What do you think about your education where you are now?

PROBES
Are you pleased with it?
Do you have any worries?

Q5. How did you feel about your parents when you were excluded?

PROBES
Were you worried?

APPENDIX 1d: PUPIL QUESTIONNAIRE

CANTERBURY CHRIST CHURCH COLLEGE

DEPARTMENT OF EDUCATION

Costing Exclusions Project: Pupil Response Sheet

Name: .....Name of school from which you were excluded

Education you are now getting .....

For the questions below just circle the number that best fits the way you feel

How were things for you generally at the school?

Excellent		OK most of the time		Awful
5	4	3	2	1

How did you feel when the school decided to permanently exclude you?

I didn't mind at all		I minded a bit		I was really upset
5	4	3	2	1

How did you feel about being out of school?

I didn't mind at all		I minded a bit		I was really upset
5	4	3	2	1

How did you feel about missing education?

I didn't mind at all		I minded a bit		I was really upset
5	4	3	2	1

How did you feel about not being with other pupils?

I didn't mind at all		I minded a bit		I was really upset
5	4	3	2	1

How did you feel it affected your parents and the rest of the family?

Little effect		Upset them a bit		They were really upset
5	4	3	2	1

How do you feel about the education you are now getting?

Excellent		OK most of the time		Awful
5	4	3	2	1

Circle the words you would have used to describe yourself *normally, before you were excluded*

happy	sad	angry	popular	lonely	sensible	
difficult	co-operative		kind	bad-tempered	polite	stupid
clever	aggressive		shy	worthless	tough	friendly

Circle the words you would use to describe yourself *when you were excluded*

happy	sad	angry	popular	lonely	sensible	
difficult	co-operative		kind	bad-tempered	polite	stupid
clever	aggressive		shy	worthless	tough	friendly

Circle the words or phases that describe the effect the exclusion had on you and your family

manageable	disaster	OK	one of the worst experiences of my life	very upsetting	
It ruined everything	it got me away from things I didn't like		caused my parents big problems	like a holiday	a worry
It made everyone angry	affected my parents jobs	it made people ill	we did not know what to do	we made the best of it	

Write anything else that you think is important about what it was like to be permanently excluded from school.

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APPENDIX 2
LEA STATISTICS

Table 1: Average cost of mainstream education for pupils who were permanently excluded

LEA	Mainstream cost per annum 1993/94 £	Mainstream cost per annum 1994/95 £	Estimated cost per annum 1995/96 £
Met G	2218	2242	2266
Met U	2009	2031	2053
London G	2239	2244	2249
London U	2193	2554	2600
County G	2081	2353	2400
County U	2065	2086	2107

The average figure stated here is the weighted 9:1 towards the cost of secondary pupils representing the approximate ratio of permanently excluded secondary to primary pupils

Table 2: Ratified permanent exclusions in the six LEAs, 1993 - 1996

		Exclusions 1993/94				Exclusions 1994/95				Exclusions 1995/96			
	Pupils on roll Jan 94	Prim	Sec	Spec	Total	Prim	Sec	Spec	Total	Prim	Sec	Spec	Total
Met G	169958	38	257	0	295	61	242	0	303	42	294	8	344
Met U	70975	16	61	5	82	15	121	10	136	26	157	4	187
London G	41923	15	105	5	125	17	131	5	153	15	107	6	128
London U	19998	10	37	6	53	8	42	0	50	10	40	5	55
County G	152149	23	265	5	293	26	258	7	291	34	320	0	354
County U	85527	16	128	10	154	15	131	17	163	24	134	10	168

This table contains numbers of permanent exclusions from schools in the LEAs' areas whether GM, CTC, LEA and whether the excludee is resident in the area or not. It does not include those resident in the area excluded from schools in another area, nor exclusions which were not ratified. These figures will, therefore, differ from those in Figure 6.

APPENDIX 3
COSTS OF POTENTIAL EXCLUSION CASES MAINTAINED IN MAINSTREAM SCHOOLS

PUPIL 1 - COUNTY U

Profile: Male, Y9, white

Behaviour displayed: Highly abusive, disruptive, shouts, turns over tables, brought home from residential outdoor education trip, inability to cope with change.

Background: History of abuse in family, different homes - mother with different partners. Fixed term exclusions. Refused to speak to school counsellor. Truanting.

Involvement of parents, teachers, outside agencies: Statement (dyslexia) in previous school. SEN support in the classroom - teacher and classroom assistant. Positive report - child and teacher report to head. Mother finding strategies which work. Re-assessment for statement of SEN - educational psychologist. Classroom assistant - 20 hours per week.

COSTS

SEN teacher-1 hour special needs assistant arising from Statement 1	£800
Head and other staff 1/2 hour per week - positive report	£760
Educational Psychology - statutory assessment 2 hours - for Statement 2	£110
Classroom Assistant - 20 hours per week, full year	£3,900
Total	**£5,570**

PUPIL 2 - COUNTY U

Profile: Male, Y7, black African Caribbean

Behaviour displayed: Holding a knife to a fellow pupil.

Background: Permanently excluded from a neighbouring school. Eighteen months in present school with no exclusions at all.

Involvement of parents, teachers, outside agencies: Close contact with parents – full participation. Strict contract set on entry to present school. No additional support.

COSTS

The remains of Age Weighted Pupil Unit money followed this pupil on transfer to the present school. No additional funding.

PUPIL 3 - LONDON U (information from headteacher)

Profile: Male, Y4, mixed race

Behaviour displayed: Poked people, ran out of classroom. Was unable to cope with absence of his own teacher. Unwilling to work, quite violent at break times. Called out and disturbed other pupils in class. Had no reading skills – no letter sounds.

Background: Y7 brother permanently excluded from same school in Y5 for violence to staff and pupils - subsequently excluded from secondary school. In same school since Y1. No fixed term exclusions

Involvement of parents, teachers, outside agencies and costs: Learning Support Teacher (waiting list for 6 months) then May-July – 11 sessions, from September – 9 sessions, about 1.5 hrs each, mostly individual. Home/school reading. Mum good at supporting 'smiley' faces. Involvement of headteacher.

Future provision and costs: Now at Code of Practice Stage 4, assessed as having learning and behavioural difficulties. Likely provision 2 hours a week individual tuition, or 10 hours per week classroom assistant.

COSTS

To date (1995/96)

Learning Support Teacher – 30 hours @ £25 per hour	£750
Educational Psychology Assessment (2 hours)	£110
Total (for 1995/96)	**£860**

Future (1996/97)

Classroom Assistant - 10 hours per week @ £36 per hour - full year	£2,280

PUPIL 4 - LONDON U

Profile: male, Y9, white

Behaviour displayed: Ran away from school, lashed out at dinner supervisor. Poor motivation, poor perseverance.

Background: Moved primary schools. Several fixed term exclusions, Y5 and Y6. Mother advised to remove him from secondary school, Y7. Placed for assessment in another secondary school, continues there

Involvement of parents, teachers and outside agencies: School Psychological service (approached by mother) - statutory assessment, statement for EBD needs. Special Needs Assistant, 10 hours per week. Well-staffed school, general classroom support also.
Educational Psychologist assessment and setting up of 'cognitive behaviour triggers'.*

COSTS

Educational Psychology Assessment (2 hours)	£110
Educational Psychologist - continued monitoring	£110
Special Needs Assistant - 10 hours per week @ £6 per hour - full year	£2,280
Tutor and other staff 1/2 hour per week	£321
Total	**£2,821**

INCLUDED PUPIL 5 - MET U

Profile: male, Y1, mixed race

Behaviour displayed: Very volatile behaviour that erupts. Hits and kicks other children and adults, bites viciously and screams for long periods. Threw milk bottle across the classroom narrowly missing children. Rest of class described as 'traumatised' by a month of this behaviour. Effect on experienced teachers highly stressful.

Background: Nursery school had 'tremendous problems' with him. Cried in reception class and had difficulties relating to other children. Parents not cooperative about the SEN assessment process. Had one 5-day fixed term exclusion. Already on stage 3b of the SEN assessment procedures on arrival.

Involvement of parents, teachers, outside agencies: Child care assistant allocated full-time to the class. LEA allocated units of support amounting to £5,100, sufficient for part-time classroom assistant support. School governors decided to allocate an extra £1,300 for the term to top up LEA's allocation and allow employment of full-time classroom support. Staff allocated time to him, and head and staff monitored him over breaks and lunch times. Had consulted with behaviour support team and the Education Office in efforts to find ways of managing him. A very structured programme being used with him including a strong reward system.

COSTS

Child care assistant	£5,000
Governor allocated funding	£1,300
Total	**£6,300**

** ways for pupil to respond to take him over 5 - 10 seconds when vulnerable to bad behaviour - included thinking of images which had given him pleasure.*

PUPIL 6 - MET U

Profile: male, Y9, white

Behaviour displayed: Main problem was non-attendance, and when he came to school leaving during the day taking a group of friends with him. Difficult to get him to do anything when in school. Worries about what he was doing when he disappeared from school with others.

Background: Lived with father. Mother long-term sick. Had been excluded from primary school and missed a period of education. Father unable to keep him in the house; would take away his shoes but even that did not work. Social Services help not forthcoming.

Involvement of parents, teachers, outside agencies: For most of Autumn term of Year 9 he was placed at the Pupil Referral Unit 3 days per week. Planning for this had been done with close liaison with both the boy and his father. Work was closely coordinated with the PRU. Considerable curriculum continuity assured. Head and senior tutor took keen interest in the 'case'. PRU EWO visited the boy in the school during his two days a week in the school and for a period following.

COSTS

PRU placement 3 days a week for 11 weeks @ £36 per day	£1,188
8 visits by PRU EWO	£154
Total	**£1,342**

APPENDIX 4
COSTING PRINCIPLES IN PUBLIC SERVICES

The following approaches have been used to calculate the full costs of the services provided to excluded pupils.

Teachers

Home tuition is calculated at £23 per hour. There is some variation and in some cases travel is also calculated. Central administration costs for the home tuition service are not included since these are accounted for within the overall administration costs.

Educational welfare officers and social workers

Gross annual salaries are taken, and on-costs, which include National Insurance and superannuation, calculated at an additional 17 per cent. Overheads (direct, indirect and capital) are calculated at 20 per cent on top of the gross costs plus on-costs figure (see Netten and Dennett, 1995, *The Costs of Community Care*).

The hourly rate is calculated by working on a 45 week year, and allowance is made for 10 days' sickness leave, and a 37 hour week. In addition, client contact time includes a third extra for documenting the case and follow-up work.

Health professionals

General practitioners and psychologists are calculated to cost £16 per surgery visit or £50.40 per hour. Where client contact time is given, this includes an equal amount of time for follow-up and documentation (see Netten and Dennett, 1995, *The Costs of Community Care*).

Police

A police officer's hourly rate is calculated at £21.50. This is the average wage for an officer with eight years' experience. Twenty per cent of a police officer's time spent dealing with an offender is time spent on documentation and recording. Officer's wages account for 69 per cent of police expenditure (CIPFA, 1996, p 5). Therefore, to calculate the total cost of providing support and overheads, officer costs must be multiplied by 1.46. Other approaches to costing police work and the criminal justice system have been drawn upon: Shapland's (1995) *Milton Keynes Criminal Justice Audit* has been particularly useful in the calculation of court costs.

Inferring and aggregating costs to other services

Table 7 on page 28 includes estimates of the costs to social services, health, police and criminal justice systems in all six LEAs. The estimates of the numbers of excluded pupils involved in each service is multiplied by the number of LEAs where unit costs were calculated. Estimates of the costs to each service were calculated in the same way.

For the LEAs where gross costs were calculated, the estimated mean number of permanently excluded pupils involved from the U LEAs is applied to the G LEA numbers. The mean cost per pupil to the service, calculated for the U LEAs, is applied to this number of pupils in the G LEAs to arrive at the cost figure given.

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CRE OFFICES

Head Office
Elliot House
10/12 Allington Street
London SW1E 5EH.
Tel 0171 828 7022

Edinburgh
45 Hanover Street
Edinburgh EH2 2PJ
Tel 0131 226 5186

Cardiff
Pearl Assurance House
14th Floor
Greyfriars Road
Cardiff CF1 3AG
Tel 01222 388977

Birmingham
Alpha Tower
11th Floor
Suffolk Street
Queensway
Birmingham B1 1TT
Tel 0121 632 4544

Leeds
Yorkshire Bank Chambers
1st Floor
Infirmary Street
Leeds LS1 2JP
Tel 0113 243 4413

Leicester
Haymarket House
4th Floor
Haymarket Shopping Centre
Leicester LE1 3YG
Tel 0116 242 3700

Manchester
Maybrook House
5th Floor
40 Blackfriars Street
Manchester M3 2EG
Tel 0161 831 7782

The Commission for Racial Equality
is working for a just society,
which gives everyone an equal chance
to learn, work and live free
from discrimination and prejudice,
and from the fear of
racial harassment
and violence.

The rate at which pupils are excluded from school is rising inexorably. Research shows that Afro-Caribbean boys are excluded up to six times more frequently than their white counterparts.

This report describes research carried out during 1996 which examined the financial costs to publicly funded services of excluding pupils from school. It shows the true expense, in cash terms, of the use of exclusions, and sheds light on the human and financial costs of this strategy.

It shows that excluding pupils is expensive, and provides poor educational value.

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